

RECORD VERSION

STATEMENT BY

MAJOR GENERAL GUY C. SWAN III

BEFORE THE

**COMMITTEE ON GOVERNMENT REFORM
UNITED STATES HOUSE OF REPRESENTATIVES**

**SECOND SESSION, 109TH CONGRESS
POLICING CAPITAL SITES: IMPROVING COORDINATION,
TRAINING AND EQUIPMENT
JULY 21, 2006**

***NOT FOR PUBLICATION
UNTIL RELEASED BY THE
COMMITTEE ON GOVERNMENT REFORM***

Chairman Davis, Congressman Waxman, and Members of the Committee, thank you for the opportunity to appear before you today to discuss the military's role in supporting the important mission of safeguarding the Nation's Capital.

Since its inception in June 2003, the Joint Force Headquarters – National Capital Region (JFQH-NCR) has been the Department of Defense and US Northern Command's standing joint task force in the National Capital Region (NCR) charged with important missions in the areas of Homeland Defense (HLD) and Defense Support to Civil Authorities (DSCA). As part of the broad community of local, state, and federal first responders and emergency management professionals in the NCR, JFHQ-NCR is an important component of a response to manmade or natural catastrophes in the Washington, DC area.

The US Army Military District of Washington (MDW) serves as the Army service component of this joint headquarters, along with counterpart commands from the Air Force, Navy, and Marine Corps.

Over the past year we have made great strides in becoming a well-integrated, unified command element designed to safeguard the NCR in times of crisis by deterring enemies, defeating attacks, assuring continuity of government and national military operations, and mitigating the effects of natural or man-made catastrophes.

Such complex tasks can not be done by the Army alone, by the military alone, or even by government alone. Legacy ways of thinking about safety and security must give way to common understanding at the local, state, and federal levels. Old ways of doing business must be adjusted and, if necessary, reformed to build the operational linkages that will unify regional security efforts among the dozens of agencies and jurisdictions that call the Washington, DC area home.

This is happening - now. Soldiers of JFHQ-NCR/MDW, are applying the Warrior Ethos and the Army Values as we contribute our traditional military skills to the emerging mission sets of HLD, DSCA, and emergency preparedness. As the backbone of the JFHQ-NCR and its Army force (ARFOR) component, MDW is forging joint and interagency alliances at all levels of civil government in the NCR. With the lessons of 9/11 and Hurricane Katrina to draw on, "operationalizing" this new joint command has been our primary focus.

Located at Fort Lesley J. McNair, Washington, D.C., JFHQ-NCR plans, coordinates, maintains situational awareness, and as directed, employs forces as a Joint Task Force (JTF) for HLD and DSCA missions in the NCR Joint Operations Area (JOA). JFHQ-NCR serves as one of four standing

JTF's subordinate to U.S. Northern Command (USNORTHCOM), headquartered in Colorado Springs, Colorado.

The JFHQ-NCR JOA is the statutorily defined NCR which encompasses an area of approximately 2,500 square miles with over 4.3 million residents consisting of the District of Columbia, parts of northern Virginia and southern Maryland. The concentration of federal agencies, numerous local municipal jurisdictions, symbols and monuments of national prominence, and the presence of senior military and governmental leaders makes the NCR an obvious “center of gravity” that requires sophisticated levels of planning, coordination, and synchronization among literally dozens of regional partners and interagency players in order safeguard this important locale.

In the past year we have made great strides in aligning our service component command partners Naval District of Washington (NDW), Air Force District of Washington (AFDW), Marine Corps National Capital Region Command (MCNCR), and Coast Guard District 5.

We have mapped out a direction that increases our value within the broader emergency management community of the greater Washington, DC area where JFHQ-NCR, representing the Department of Defense and USNORTHCOM, is recognized as a center of excellence that is truly “relevant, ready and proactive as a joint, interagency and local team player, to serve as the single integrator for HLD and DSCA in the NCR.”

This vision describes a command nested within USNORTHCOM, fully capable of executing the most challenging HLD and DSCA missions in support of a designated Principal Federal Agency (PFA) – a command expert at accomplishing those missions in accordance with the National Response Plan (NRP) and the National Incident Management System (NIMS). Our goal is to be an enabler and partner for first responders, law enforcement officials, and emergency management professionals in order to achieve unity of effort in meeting the challenges of any type of catastrophic incident or hazard in the NCR.

JFHQ-NCR's and MDW's daily interaction with federal, state and local agencies, NGOs, jurisdictions, and even the private sector, supports and facilitates the command's ability to execute missions seamlessly within the NCR JOA. This day-to-day relationship building provides the command with accurate, timely, and relevant information in support of NCR planning and operational requirements and contributes immensely to JFHQ-NCR's unique ability to maintain situational awareness on behalf of USNORTHCOM and DoD across a host of Emergency Support Functions (ESF) in and around the NCR. As a result, the command maintains

constant visibility and awareness of the likely needs of our civil agency partners in a potential crisis.

We have established a strong relationship with the law enforcement organizations including the active participation in the COG Police Chiefs. We communicate daily and share valuable information to maintain situational awareness throughout the use of our Joint Operation Center in coordination with the multiple law enforcement Emergency Operation Centers. We are ready and able to provide Military Police and Military Working Dogs, when directed in support of civil authorities.

These insights are not only invaluable in accomplishing the HLD and DSCA missions in times of unexpected disaster, but critical to our success in supporting the many National Special Security Events (NSSE) that occur in the NCR. For example, during the January 2006 President's State of the Union Address, JTF-NCR consisted of over 2,000 military personnel representing all military services, providing a host of capabilities to the PFA, the United States Secret Service. The coordination needed amongst the many local, state, federal, civil, and military authorities to execute this highly visible, highly sensitive event provides a unique opportunity to practice the planning, communications, synchronization, and liaison tasks that would be vital to success in the case of an unexpected crisis such as a terrorist attack or other manmade or natural disaster.

Another priority area for JFHQ-NCR is continuing to foster realistic command and control and mutual support relationships with the National Guard. Working with the Adjutants General of Virginia, Maryland, and DC, we continue to explore and exercise flexible task organizations focused on getting the job done right when tasked to support civil agencies and authorities. We are very proud of our collective commitment to establishing unity of effort and believe the cross-talk, personal relationships, and supporting/supported construct will serve us well when the chips are down.

As previously mentioned, the JFHQ-NCR team is proud of the continuing cooperation among the Washington, DC-based military service commands. Like the U.S. Army Military District of Washington, each of these legacy service-centric commands has adapted well to the post-9/11 and post-Hurricane Katrina world that faces our military and its role domestically. Here, too, unity of effort, streamlined command and control, cooperative planning, and synchronization of installation operations have all enhanced our collective joint mission. There have been several significant initiatives in the NCR that have brought focus to joint planning and as a consequence, greater speed and agility in our "as directed" JTF operations.

The US Air Force recently reactivated the Air Force District of Washington (AFDW) to be its single voice for planning and implementing Air Force and joint solutions within the NCR. AFDW organizes, trains, equips, and provides forces for AEF deployment, homeland operations, and ceremonial support within the NCR and worldwide. As the Air Force component (AFFOR) to the JTF-NCR, Air Force National Capital Region (AFNCR) enables us to rapidly integrate Air Force forces and capabilities assigned or attached to the JTF.

Just as the Air Force has brought focus to homeland defense, the Chief of Naval Operations recently designated the NDW as the naval component (NAVFOR) of the JTF-NCR. The Commandant of the NDW serves as the Deputy JTF Commander as well, increasing our ability to bring to bear a variety of maritime and shore-based functions to the command. Likewise, MCNCR, based at Marine Base Quantico serves as the MARFOR component for joint planning and execution. Each of these service components is integral to mission success and it has been great to see each of the military services recognize, and more importantly, resource the missions assigned to JFHQ-NCR.

The command's network of interagency relationships range from action officer level contacts to the most senior officers of the command - each plays a vital role in coordination and cooperation between DoD and regional interagency partners. Participation in exercises, training events, and conferences with the Metropolitan Washington Council of Governments (COG), the National Capital Area Congressional Delegation, the DHS-led Joint Federal Committee, and Department of Homeland Security's Office of National Capital Region Coordination (DHS-ONCRC) has furthered understanding, trust, and relationship-building throughout the JOA.

One of our most successful strategic initiatives has been assisting the region with integration of training and exercises. There are numerous exercises that take place within the NCR at all jurisdictional levels. Historically, these were discrete tactical exercises executed at the city, county, state, or federal department or agency level, largely by first responders. JFHQ-NCR saw a niche where our inherent experience with multi-echelon military exercises could assist in helping better coordinate exercises across the region.

By teaming with the DHS-ONCRC and the Metropolitan Washington Council of Governments' Exercise and Training Oversight Panel (ETOP), we developed an organization and process to synchronize regional training and exercises now known around the Washington, DC emergency preparedness community as the NCR Training and Exercise Consortium. Participation from a variety of regional interagency partners has been

outstanding. And given the unique jurisdictional dynamics of the National Capital Region, it is helpful to all to have a non-partisan, non-political entity like JFHQ-NCR assist in establishing this clearinghouse for exercises. The NCR Training and Exercise Consortium increases overall awareness of exercises in the NCR and provides a venue to reduce the number of marginally effective and costly exercise events by encouraging more cost-effective and efficient training through a multi-echelon, multi-jurisdictional approach.

In November 2005, during Exercise CAPITAL SHIELD 06, JFHQ-NCR and USAMDW partnered with local, state, and federal teammates to exercise a number of homeland defense functions and procedures in a scenario that included the District, Virginia, and Maryland jurisdictions. During CAPITAL SHIELD, the response to two potential incidents was exercised including one on a DoD installation and a second incident at a non-DoD site. Using live and virtual techniques, immediate response, Incident Command, and Unified Command procedures were exercised, as well as testing the interoperability of agency capabilities and communications from across the NCR.

This annual capstone exercise will again take place later this year to test the NIMS and Incident Command System in the Washington area. Likewise, this past summer's DHS-led Top Officials Exercise, TOPOFF 4, tested reaction to a potential WMD attack in several parts of the country. This national command post exercise (CPX) enabled JFHQ-NCR to work with key federal partners, like FEMA, on its embedded exercise FORWARD CHALLENGE and with the FBI on its annual exercise MARBLE CHALLENGE. The associated regional planning exercise and CPX with local, state, and federal partners was invaluable in cementing critical tactics, techniques, and procedures.

Other areas of intensively managed initiatives include planning for medical surge coordination. JFHQ-NCR has expanded planning and preparations in this area to better posture local military support capabilities as a necessary part of the broader national planning effort on pandemic avian influenza.

We are intent on improving information-sharing and management and have developed a customer-focused approach to our emerging C4ISR architecture. We recently stood up a Virtual Private Network under USNORTHCOM and have built associated portal tools. We have improved our Land Mobile Radio (LMR) posture and continue our very successful effort at communications interoperability with local, state, and federal civil and military first responders. The successful gathering, fusion, analysis, and exchange of multi-disciplinary strategic and tactical information and data amounts to knowing what's up and what needs doing.

Our JFHQ-NCR Joint Operations Center (JOC) is world-class and enables the command to stay fully abreast of day-to-day activities of city, county, state, and federal agencies throughout the region using a variety of DoD, local, and civil communications means. Another key information platform is JFHQ Mobile Command Post (MCP) Vehicle. The genesis of MCP came out of MDW's 9/11 operations at the Pentagon. With the forward deployed team onsite, the headquarters realized that JFHQ-NCR's (then MDW) ability to have situational awareness of operations at the incident site was severely lacking. We were unable to effectively transmit near real time data (video/audio, classified and unclassified automated data) as well as our interagency partners. With the MCP, we've since changed that. We now have immediate mobile response, robust communications with information management capability, near-real time situational awareness and decision making capability, a 24x7 link to local incident commander, and secure communications capability.

To achieve and maintain the capability to receive stage, coordinate movement, integrate, and sustain forces and rapidly transition to a JTF, we are constantly preparing plans for contingencies while simultaneously executing day-to-day service missions. We are formalizing our processes through development of a family of Joint Staff and USNORTHCOM-directed plans. Most significant is the ongoing development of USNORTHCOM concept plans focused on continuity of government and emergency preparedness in the NCR. This will increase efficiency, effectiveness, and command and control of assigned forces should they be deployed to the NCR in support of JFHQ-NCR. This ongoing effort has also served to identify redundancies and gaps in capabilities with respect to military assets within the NCR.

The recent reassignment of the US Army Priority Air Transport Command (USAPAT) to the Military District of Washington is an example of the win-win approach we favor for our regional military service assets. To adequately command and control the training and readiness of USAPAT's world-wide executive jet fleet and our existing UH-60 equipped 12th Aviation Battalion, USAMDW stood up the brigade-level Air Operations Group. While it serves as the Army's principal aviation command in the NCR, the Air Operations Group gives us the ability to coordinate contingency military aviation operations in and around Washington, DC in support of civil authorities in a way that was not previously possible.

In addition to being the higher headquarters for both the 12th Aviation Battalion (based at Davison Army Airfield at Fort Belvoir) and USAPAT at Andrews Air Force Base, the AOG also serves as the joint military aviation expert in the NCR. JFHQ-NCR would utilize this command to help integrate military and civil aviation operations, especially rotary wing, during a time

of national emergency or natural disaster. A primary contingency mission of the AOG would be to aid in the emergency evacuation of senior leaders from the NCR during natural disasters or times of crisis or to transport personnel and equipment in support of a Principal Federal Agency.

As the commanding general of MDW I also serve as the Senior Mission Commander for Fort Hamilton, NY, Fort Meade, MD, Fort Myer, VA, Fort McNair, DC, Fort Belvoir, VA, and Fort A.P. Hill, VA. Providing executive oversight and world-class installation management to tenant commands, agencies, and partners throughout the JOA is instrumental to supporting the “business” end of the command. Therefore, anti-terrorism and force protection of these installations is imperative. The Department of Army and the Department of Defense provides the resources needed to ensure the safety and security of the installations at a posture commensurate with the complexity of the 21st century security environment.

Through this base support mission, JFHQ-NCR has been highly successful in creating cross-service coordination and cooperation among the many military installations around the NCR in order to prepare for contingency Joint Reception, Staging, Onward Movement and Integration and Base Support Installation capabilities. This initiative has also provided a convenient forum for garrison commanders from all the services to share best business practices in the day-to-day operations of our many local military bases.

In summary, the Soldiers, Sailors, Airmen, Marines, National Guardsmen, and civilians of this command represent an energetic and forward-looking joint, interagency, and local team player focused on safeguarding the National Capital Region. We will provide approved defense support to our civilian partners and continue to foster a great interagency consortium.

I would like to personally thank you on behalf of the men and women of the Armed Forces for all of your past and continued support of our nations warriors.